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REPORT OF THE DIRECTOR OF PERSONNEL, 1946

UNITED STATES DEPARTMENT-OF AGRICULTURE,
OFFICE OF THE DIRECTOR OF PERSONNEL
Washington, D. C., June 30, 1946.

HON. CLINTON P. ANDERSON,
Secretary of Agriculture.

DEAR MR. SECRETARY: I respectfully submit the following report of personnel administration in the Department of Agriculture, covering the period July 1, 1945, through June 30, 1946.

Sincerely yours,

T. ROY REID, *Director.*

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GENERAL

The impact of World War II and the subsequent cessation of hostilities were felt in practically all of the Federal Government's operations. The pressure was particularly strong in the field of personnel administration. In the Department of Agriculture, experience gained through the years, during which a broad concept of personnel administration developed, helped us to meet this impact and make adjustments.

Our program of decentralized personnel activities laid the ground work for meeting the emergencies. World War II accelerated the operation of this program. Bureau personnel officers, more than ever, looked to the Office of Personnel for guidance, suggestions, and improved methods. The routine processing of personnel actions by the Office for the bureaus had been discontinued many years before, and a new concept of the personnel function had evolved. In its new role, the Office of Personnel continues to be concerned with policy making, development of basic procedures, leadership, counsel, and review.

The conversion from wartime personnel operations to a full peacetime basis will require many adjustments over an extended period. The problem of reemploying and reestablishing the returning veteran has been most significant since we entered the postwar period. Yet,

complex as it is, it is only one of many postwar problems and probably not the biggest. Much of the first-hand responsibility in civil-service examinations previously borne by the Civil Service Commission is now the direct responsibility of the Department. In this postwar period the Department will conduct its own examinations, rate the papers, certify eligibles, conduct investigations, and do other related tasks heretofore performed by the Civil Service Commission.

While there may always be a need for persons primarily trained and competent in problems of classification, retirement, placement, or training, there will continue to be a greater need for persons sufficiently versatile in all these phases of personnel administration to be able to render "on the spot" assistance to operating officials. As operations become more decentralized, as delegations of authority are increased, as the role of guidance and leadership becomes more important, the necessity for adequate review of field personnel offices becomes paramount.

Personnel administration in the Department has passed the crossroads. For many years we followed a road of centralized operations and responsibilities doing the total personnel job for the operating people; some time ago we turned in a new direction marked "decentralization" and we are now assisting the operating people to do the personnel job at the operating level. The Office of Personnel expects to give supervisors efficient over-all-management assistance which will aid in strengthening the work of all the Department's employees. Our task calls for attention to the thorough development of bureau personnel programs and the evaluation of personnel-office performance.

The trend is definitely to make personnel administration an integral part of management, to make the personnel job one of the supervisor's immediate concerns, to make the supervisor more conscious of his employees' welfare and his responsibility to them, and to increase emphasis of the central Office of Personnel on fixing policy and providing coordination and guidance in fulfilling these responsibilities.

PERSONNEL OFFICERS' MEETING

Among the most notable achievements during the fiscal year was a meeting of the Department's personnel officers and other key officials, held late in 1945 in Milwaukee, Wis. A resolution of that meeting was as follows:

In order that the Department may redeem its responsibility to Agriculture and the taxpayer to the fullest possible extent by achieving the maximum utilization of all its resources, continued study in all fields of administration should be made throughout the Department to increase efficiency in operations, and, when required, aggressive action should be taken to achieve the desired results.

With the spirit of that resolution in mind, those attending had the objective of adjusting the existing personnel program and devising new methods to facilitate the work of personnel administration throughout the Department in the postwar period. At this general meeting 116 recommendations were adopted. More than two-thirds of these recommendations have been put into effect and others are being held in abeyance until enabling legislation can be obtained or regulations governing these measures can be changed so that they can be made effective.

The recommendations covered a wide range of personnel-administration problems and were predicated on past experience applied to the

job that lay ahead. Effort was focused on 10 problems considered to be of most importance during the coming years of adjustment to peacetime operation. Representative administrators and supervisory officials combined their efforts with those of personnel officers to consider the personnel job in the Department. This meeting made it possible for all to reach a more complete understanding of one another's problems and to mutually profit from cooperative effort.

DELEGATION OF AUTHORITY

We have continued and improved the use of delegated authority. Better selection of delegates insures more adequate performance. More realistic post audits bring to light trouble spots. Field reviews indicate problem areas, both as to staffing and actual operations. Frequent discussions of both policy and day-to-day operations assure a uniform understanding and application of classification theory and allocation standards. Without question, the delegation of authority creates major efficiency values in permitting bureau program objectives to be more quickly reached by taking action close to the employees' work and by training personnel officials in the independent exercise of their functions.

More than 20 agencies of the Department are operating under delegated employment authority, and 10 have delegated classification authority. Further delegations will be made as rapidly as bureaus not having this authority are able to receive and carry out such responsibilities efficiently.

In the fiscal year 1943, 69 percent of all Department employment actions received prior approval. During the year 1944, 71½ percent received prior approval; in 1945, 1.7 percent and in 1946 1.3 percent received such approval. A comparable trend in delegation of authority and decentralization of functions is to be found in allocation of positions. In 1942 approximately 85,000 positions were allocated by the Office of Personnel; in 1946 only about 6,000.

FIELD REVIEW

Inherent in the extended program of delegated employment and classification authority is the necessity for reviewing periodically field and bureau personnel offices. The review program is essential for two main reasons:

1. To assure proper exercise of delegated authority.*
2. To provide informed counsel and direction to bureaus in the development of uniform and improved personnel programs and methods.

Reviews have been made of the Department's larger field personnel offices with the greatest coverage of delegated authorities. However, this program has suffered from limited staff and travel funds. A sound, well-administered personnel-office review program can be one of our greatest stimulants to the improvement of personnel administration throughout the Department. A better personnel program results from field contact and exchange of techniques.

These reviews are a mutual undertaking of the Office of Personnel and the bureaus involved. They are an efficient way to keep informed on how the personnel function is serving program operations and to discover how the Office of Personnel can be of maximum service to

bureau and field offices. Our policies and practices are constantly scrutinized and weighed in terms of their appropriateness and effectiveness, and the reviews afford an opportunity for appraising and evaluating not only our field personnel programs but also the personnel programs of the bureaus and the central office. The greater part of our personnel and activities are located in field offices. It is, therefore, one of our major responsibilities to keep informed on current problems and to discover and provide needed services to our field personnel people.

WORK MEASUREMENT

A supervisor cannot be fully effective if he does not know what constitutes a fair day's work in terms of results accomplished. The nature of the work of the Department makes a day's accomplishment difficult for a supervisor to calculate. The Office of Personnel and several bureaus are concentrating on methods of determining this. When reliable estimates of output per employee are available, such information, together with data on anticipated work load, may be used to justify personnel ceilings, budget estimates for personal services, requests for assignments of personnel to projects, and for other similar administrative purposes. Likewise, where reliable standards are available and used for evaluating actual performance, each employee knows just what is expected of him and supervisors keep currently informed of each employee's progress. Factors causing substandard performance, such as inadequate training or improper working conditions, are noted and corrected. Instances of outstanding performance can be recognized and rewarded.

While the need is obvious and the uses many, relatively little systematic work has been done in the Federal service to develop work standards or to develop methods for setting up such standards. Many such standards seem to be set arbitrarily or by rule of thumb. This is in marked contrast to the extensive work done in this field by industrial engineers employed in private business.

Last fall a 3-day conference was held with some of the best management authorities in Government to develop a pattern for setting standards. This was followed by the Standards Committee in the Office of Personnel insisting that a course in work-measurement and production standards be set up in the Graduate School for the purpose of training leaders in the Department. This course was so successful that an advanced seminar has been set up by the school to further train leaders in this field.

The Office has cooperated with the General Research Committee of the Society for Advancement of Management in setting up tentative standards for appraising supervisory performance. The need for evaluating the methods used by a supervisor and classifying them into ABC levels of performance has long been recognized in industry and government. Two of the largest bureaus have used the tentative standards set up by the committee in reshaping their supervisory programs.

One of the problems which received special attention at our Milwaukee meeting was that of determining the functions which should be performed in a personnel office and the establishment of units of work measurement for each of these functions. As a result a committee of personnel officers was appointed for the purpose of further exploring

this field to set in operation a practical and workable system of work measurement for personnel activities. This committee has been consulting with leaders in this relatively new field. Although the problem of work measurement in the Federal Government is probably impossible of solution by any single group of individuals, the committee hopes not only to contribute to the field of knowledge on the problem but to actively place in operation in personnel offices in Agriculture a usable system whereby work output can be measured and work load and available manpower balanced against each other.

MANAGEMENT-IMPROVEMENT PROGRAM

Management phases of a broad and practical program were given special emphasis during the past year. The continuing high rate of employee turn-over, the return of discharged veterans and employees with civilian reemployment rights, and budgetary and personnel ceiling limitations confronted the Department with a serious need for management improvements and full manpower utilization. The Committee on Management Improvement and Manpower Utilization under the joint leadership of the Office of Budget and Finance and the Office of Personnel stimulated organized effort for obtaining improvements in management and better use of personnel to solve the critical manpower situation. The following three booklets, later described, were distributed in connection with this program during the fiscal year: Putting Employees' Ideas to Work; What's Your Suggestion? and What's Your Future?

A material contribution was made to increase utilization of employee skills through supervisory training. To date 12,000 supervisors have received special training in giving instruction, 11,000 in improving methods and 4,000 in employee relations. The Work Simplification Program of the Bureau of Budget improved the work of 5 bureaus of the Department. Using these programs and other management tools, bureaus made a self-examination of management efficiency at every level of organization. The programs brought about many needed improvements in management. This democratic approach to improvements has enlisted the cooperation of a large percentage of the employees in making constructive improvements in the work of the Department. Even greater results can be expected through continued efforts in this direction.

A work load-analysis study was conducted of all positions in the Office of Personnel as part of its internal management-improvement program. Statistical data were compiled covering the daily activities of all employees during a 2-month period. Analysis of the time investment resulted in reassignments and a more equitable and profitable distribution of the work load.

SUGGESTIONS AND HONOR AWARDS

Recognizing that employees have ideas management can use and to encourage the submission of suggestions, the Office of Personnel assisted in the development and issuance, as part of the management-improvement program of a booklet entitled Putting Employees' Ideas to Work and one entitled What's Your Suggestion? The first-mentioned was designed to aid bureau chiefs and their staffs in setting

up an effective employee-suggestion plan. The booklet *What's Your Suggestion?* was designed for distribution to all employees as an incentive to conduct a self-inventory of job methods.

As a step to provide more fully for the recognition of unusual contributions of employees to efficient and constructive public service and of significant accomplishments, a Department committee was appointed to develop an honor awards system. This committee, on which this office was represented, has developed a plan whereby outstanding service can be officially acknowledged through the bestowal of awards. This system of honor awards, if placed in operation, together with any system of cash awards, should do much to generally improve employee morale and to inspire greater interest on the part of everyone in the management of the Department.

PERSONNEL PROCEDURES AND RECORDS SURVEY

Under leadership of the Office of Personnel, the Department of Agriculture, as one of several governmental departments and agencies taking part in a joint project sponsored by the Bureau of the Budget and the Civil Service Commission, conducted a Personnel Procedures and Records Survey. The objectives of this project were the simplification and standardization of personnel procedures, forms, records, and terminology; the simplification of requirements of the Civil Service Commission, the Bureau of the Budget, and other central staff agencies; and the development of an internal reporting system which will include source records to be used in connection with retirement and statistical reporting. Although the whole project included classification as well as employment procedures, the Department conducted its survey on employment procedures only since it had previously given to the Civil Service Commission the desired classification information in a separate survey report.

Four representative bureaus of the Department—the Bureau of Agricultural Economics, the Bureau of Animal Industry, the Soil Conservation Service, and the Commodity Credit Corporation—were chosen to carry on the study of employment procedures at the central office level and in the field. The Bureau of Agricultural Economics was chosen as a typical staff office with actions centralized in Washington; the Bureau of Animal Industry, which is the oldest research bureau, represented the research agencies and units in which field actions are not greatly decentralized; the Soil Conservation Service was chosen as a typical program agency with field offices where personnel actions are decentralized to a greater degree than in the Bureau of Animal Industry; and the Commodity Credit Corporation was to have conducted the survey because of the size and complexity of its job in Washington and the field, but was forced to withdraw from the study because of a departmental reorganization affecting it at the time. In addition, the Office of Personnel reported on employment procedures at the departmental level.

The survey included organization charts, process charts, forms, records, and reports concerned with employment procedures within the Department of Agriculture at field, bureau, and departmental levels. Process charts were prepared covering each of the various types of personnel actions. The material was carefully analyzed with a view to eliminating or consolidating wherever possible. As

a result of the survey considerable improvement was made in the routine processing of personnel actions at both the bureau and the departmental levels. Fundamental recommendations were made affecting departmental and Civil Service Commission policy and requirements.

Some of these recommendations have since been adopted, and others, because of their government-wide application, are receiving further study at the Civil Service Commission. The material compiled through this survey, on a government-wide basis should considerably influence the Civil Service Commission in promulgating new rules and regulations for a peacetime civil-service system.

The Office of Personnel has representatives on nearly every committee of the Federal Council of Personnel Administration. Their efforts have been devoted to the streamlining of personnel actions and the attainment of greater uniformity in personnel methods throughout the government. Several of the above survey recommendations are being considered by the committees.

ORGANIZATION ANALYSIS

The function of organization analysis represents a safeguard against the duplication and overlapping of activities in the Department. Functional-organization charts, the blueprints of assigned responsibilities, are essential to this review activity and to the sound management of so large and complex a Department. Considerable progress was made during this fiscal period in promoting the use of functional-organization charts.

Heretofore photostat records were maintained to reflect in general the major organization units of the Department. Copies of these records were limited and inadequate. It was deemed desirable to expedite the preparation of functional charts, to provide standards of uniformity for their preparation, and to make the chart records available to top executives of the Department for their reference and guidance. This has been accomplished, and functional-chart binders have been distributed to key officials throughout the Department. Each binder is maintained on a current basis.

During fiscal year 1946 the Department experienced numerous adjustments in its organizational structure. These changes were necessitated through the reevaluation of program objectives in terms of peacetime needs. Many of the activities which were geared to wartime demands had to be terminated with the end of hostilities. Others had to be readjusted to the civilian and agricultural economy of the country and integrated into the Department's peacetime structure. The War Food Administration passed out of existence; the Production and Marketing Administration was created; research activities were changed in many respects; Forest Service, Soil Conservation Service, Farm Security Administration, Extension Service, and Rural Electrification Administration programs were readjusted and many phases of the work of these agencies were expanded. The transition, therefore, is being marked by many changes in organization, which are analyzed by the Office of Personnel before being put into effect.

From July 1, 1945, through June 30, 1946, the number of organization proposals receiving final approval in the Office of Personnel

was 253. Thirty-seven proposals received during this period were rejected or returned for further study, and 49 were approved only after recommended changes had been incorporated. This review work should be supplemented and strengthened through the provision of an adequate staff to conduct organizational studies regarding the need for adjustment, to facilitate organization changes, and to determine adherence to approved plans.

VETERANS

The end of World War II brought to the Office many problems in connection with the restoration of returning veterans. The provisions of veterans' legislation were carefully studied and appropriate policy and regulatory statements issued. The Department had over 18,000 employees in the military service and more than half have been restored to their former position, given jobs of like pay, seniority, and status, or, when possible, assigned to higher grade work.

Efforts have been directed toward the development of policies which would permit the reemployment of veterans in equivalent or higher grade positions with a minimum disruption to the Department's programs. These policies were integrated with the basic elements of the Department's career-service system. Provisions were made for creating vacancies by the demotion or separation of present incumbents of positions in lower categories of tenure to accomplish this objective.

An agreement permitting on-the-job training of veterans, under Public Laws 16 and 346 has been in operation throughout the year. Other training programs to insure the effective reorientation of veterans have been developed. An Advisory Committee on Reemployment of Veterans, representative of the several bureaus, has been constantly alert to needed adjustments in plans, policies, and regulations.

The following figures show status of veteran employment in the Department:

Number of employees entering armed forces.....	18, 265
Number of veterans restored to duty during fiscal year.....	8, 793
Total number of veterans restored to duty.....	9, 796
Number of World War II veterans granted new appointments during fiscal year.....	10, 430

EMPLOYMENT

The end of the war, resulting in the rapid discharge of veterans and civilians with reemployment rights, necessitated many adjustments. These adjustments were multiplied because approximately 23,000 war-service employees had been brought into the Department. In order to staff the various programs of the Department, available personnel had been promoted and switched about in order to provide for their effective utilization at maximum capacity.

The Office was faced with the problem of facilitating the absorption of some 18,000 veterans, in addition to the civilians, in a Department whose population has been increasingly limited by personnel ceilings. Attendant reduction-in-force and placement problems involved not only the rendering of many interpretations of policy and procedure to bureaus and operating officials, but the obtaining of special decisions, authorities, and interpretations from the Solicitor's Office, the Civil Service Commission and the General Accounting Office. New legisla-

tion was passed affecting veterans and civilians. Numerous executive orders were issued. Changing civil-service rules and regulations affecting employment involved the issuance of appropriate instructions to the bureaus.

The program of delegated employment authority reached its maximum peak during this fiscal year. Experience gained since its inception proved of material value in coping with many problems faced in changing to a peacetime civil-service program.

Interviewing facilities were strengthened, with particular emphasis placed on the adjustment of veterans and career-service employees. A definite trend toward interest in Government employment was noted by the doubling of personal interviews over the number in last fiscal year. Written applications increased approximately 50 percent. Informational material is being furnished schools and colleges to encourage qualified persons to apply for positions in the Department of Agriculture. Special attention was given to those areas of employment where there was still a shortage of qualified applicants.

The Department accepted responsibility for the recruitment, examination, and placement delegated by the Civil Service Commission under Executive Order 9691. This involved working out arrangements with the Commission for the establishment of a Central Committee of Expert Examiners and this Department was the first in the Government to establish such a committee. Seven officials of the Department were named on this committee because of their broad knowledge of the operating programs and their scientific and professional work in the Department. A further plan for the establishment of boards of civil-service examiners throughout the field service with eight area headquarters was developed and approved by the Civil Service Commission.

On February 1, 1946, the Civil Service Commission announced interim regulations for conversion from war-service regulations and this opened the way for a program of examinations for probational appointments. Our efforts have been directed toward a rapid conversion to a full program of probational appointments under civil-service rules. This policy will carry out the intent of providing full opportunity to compete for permanent positions. The criteria for attaining this objective will be:

1. Meeting the current recruitment needs of the Department.
2. Providing the best qualified eligibles for all positions.
3. Insuring full open competition.
4. Providing recognition of the service of incumbents who have been employed during the war.

The Office acted to meet this problem by broadening its activities to include an examination section which will:

1. Determine recruitment needs of all bureaus.
2. Formulate examination requests, announcements, and contents.
3. Follow through on problems incident to announcing examinations to the point of establishing registers.
4. Utilize all the resources of the various bureaus of the Department and present the Department with a broad and consistent program of examination planning.

New legislation and the change from the wartime to the peacetime civil service system has further complicated the field of "qualification standards." The development and announcement of each examina-

tion now involves a complete new analysis of qualification specifications. It is our objective to maintain the highest position standards of education and experience so we will not lose in any way the gains which were made preceding the war. Our further objectives will be:

- (1) To raise professional qualifications standards wherever possible.
- (2) To formulate detailed statements of minimum educational requirements for specific positions.

In order to accomplish these objectives the Office arranged a series of meetings with officials of the Civil Service Commission and the bureaus to formulate statements of duties and specific minimum requirements. These meetings have already resulted in the establishment of some standards which were approved by the Civil Service Commission and published in the Federal Register for the following types of positions: Agronomist (field operations), range conservationist, soil scientist (field operations), biologist (range management), forester, range conservationist (ecology), bacteriologist, veterinarian, agronomist (research).

To facilitate interbureau placement, which is essential for the successful operation of a career-service system, a plan for the establishment of field placement committees has been developed. These committees are proposed on a geographical basis with membership consisting of personnel officers who will have delegated employment authority in such geographical areas without regard to bureau affiliation. It is hoped this plan can be placed in active operation during the fiscal year 1947. The activities of the field placement committees will be closely coordinated with those of the field boards of examiners.

A central advisory service has been maintained on the subjects of leave and retirement. This service includes the study of pending legislation and the development of recommendations to improve the systems. Based on the Milwaukee recommendations, constructive steps have been taken to increase the employees' rights and benefits under the statutes.

The following tabulation reflects employment in the Department as of June 30, 1946, which, although representing an increase over the previous fiscal year, is a net decrease of more than 30 percent below prewar employment.

Number of full-time employees, as of June 30, 1945	60,932
Number of full-time employees, as of June 30, 1946	71,830
Increase	10,898
Total employees as of June 30, 1945	84,573
Total employees of June 30, 1946	99,360
Increase	14,787
Number of personnel actions—July 1, 1945–June 30, 1946	194,919
Number of personnel actions submitted for prior approval	4,472
Percent	1.3

PERSONNEL ISSUANCES

Legislation, executive orders, regulations of the Civil Service Commission, opinions of the Attorney General and the Solicitor, and decisions of the Comptroller General, relating to personnel matters had to be translated into rules and regulations by the Office of Personnel.

This material, affecting the Department and its employees, is issued in the form of instructional and regulatory memoranda. Because of changing conditions, policies, and procedures the number of rules and regulations which it has been necessary to issue has increased steadily. During the fiscal year 573 pages of instructional material were issued.

CLASSIFICATION

Classification work continued heavy during the fiscal year 1946 but the character of these activities has changed and will continue to do so. As the program of delegated authority has developed, the classification staff changed, both in size and in kind. We are approaching our goal of a small number of well-qualified, experienced analysts whose function it is to develop policy and to provide leadership for bureau staffs who are responsible for the day-to-day allocation of positions.

Considerable work has been done in determining standards under which classification authority should be delegated. We are interested not only in the qualifications of individual delegates but also the organizational level where delegated authority will accomplish the maximum results, the number of positions and the geographical area that an individual can most effectively service, and other aspects of the application of a decentralized program. These studies are in line with recommendations of the Milwaukee meeting.

Information has been gathered and plans are being developed with a view to extending regular wage-board procedures to all positions exempt by Section 5 of the Classification Act, as amended. Wage-board procedures will go far toward insuring equitable wage scales for employees of the different bureaus. The policy governing salaries and wages of employees outside the continental limits of the United States received continuing attention during the year. The end of hostilities brought major questions regarding pay and allowances for this group and numerous reports and recommendations were made to meet the changing conditions. We have also given much thought to salary plans for the employees of "instrumentalities" of the Department, who are not at present covered by any compensation plan. Regulations governing the Federal Employees Pay Act of 1946 and salary status of returning veterans and war transferees have been developed and applied to Department operations.

Class specifications assumed increasing importance during the year. The Office has written several series that are of particular importance to the Department and has cooperated with the Civil Service Commission in writing others. Personnel officers and professional leaders in the bureaus have shown an increasing interest in this activity and have given valuable suggestions and criticism on tentative drafts. We have organized a group of specialists in the several bureaus to assure professional review and consideration of specifications before they are officially issued by the Civil Service Commission.

Delegation of authority, careful selection of delegates, increased training, and a more practical interpretation of allocation standards have provided a desirable flexibility in the classification and salary administration program of the Department.

HEALTH AND SAFETY

We consider a full health program essential to proper personnel utilization. With limited staff and facilities as much was done as

possible to develop health counseling, to encourage the establishment of emergency rooms or first-aid stations when needs demanded such facilities, and to constantly supervise the activities of existing units. During the last fiscal year emergency rooms and first-aid units rendered assistance to approximately 46,000 callers. About half of these were treated in Washington and at the Agriculture Research Center; the rest were treated in the field in those bureaus having established emergency rooms.

The employee safety program has continued its efforts to minimize the accidents and injuries suffered by the Department's employees. Through the Departmental Safety Council a long-term program of safety work was laid down. This Council, composed of representatives from each of the bureaus, brings to focus many hazardous working conditions in the Department so that safety engineers may study and recommend measures to decrease the accident-frequency rate and eliminate as nearly as possible all accidents. This expanded safety program is essential to meet the request of the President for a reduction in accident frequencies.

Close cooperation with the National Safety Council has resulted in the establishment, on a permanent basis, of the National Farm Safety Week, proclaimed by the President and implemented by a full educational program through magazines, newspapers, radio networks, and the efforts of other governmental agencies.

EMPLOYEE RELATIONS AND SERVICES

The employee relations and services program gave continued emphasis to the policy of the Department in rendering encouragement and aid to activities which contribute to broad personal development and to satisfactory adjustment of the employee to his job and to those who direct his activities. That comparatively few grievance cases reach the departmental level reflects favorably upon established employee-relations policies and procedures which minimize the number of potential grievances reaching an acute stage. All efficiency-rating appeals during the year were adjudicated.

Services were made available to employees in connection with individual needs for housing, transportation, child day care, personal counseling, and general recreational activities. Blood-donor campaigns, war-bond drives, and other related activities were channelized through an employee-services organization composed of representatives from all bureaus of the Department.

The end of the war in August 1945 changed the emphasis on certain activities. Rationing of gasoline and tires was dropped, bond drives were discontinued, and there was less work to be done on the blood-donor campaign. On the other hand, with shorter work hours, there was more of a demand for leisure-time activities. Employees became more conscious of the tenure of their positions, more concerned over efficiency ratings, and in general seemed more restless. This was probably a natural result after years of long hours and hard work during the war.

During the year, full-time employee-relations officers were added to four bureaus of the Department. A training program for employee-relations personnel was drawn up, and one test group of four Department employees and one Civil Service intern was given a

3-weeks' course in order to determine the adequacy of present instruction and to serve as a guide for the content of future courses. It is hoped that during the coming year we will be able to offer this instruction to more employee-relations personnel.

INVESTIGATIONS

During the war years, stress was placed on loyalty-character investigations and preemployment inquiries. With the end of the war a decreasing number of loyalty-character investigations were conducted but this slack was more than taken up by an increasing number of suitability investigations of persons occupying key positions in the Department and by a continuing check on the suitability of applicants. We believe that a more inclusive program of preemployment investigations would assist materially in the maintenance of high employee standards within the Department. We also believe that it would prevent the employment of undesirables who, on the basis of their records, obviously may be liabilities to the Department.

Disciplinary work continued to be heavy, both as to cases requiring prior approval of the Director of Personnel and as to those handled under delegated authority and post-audited by the investigatory staff. An improvement has been noted during the past year in the quality of the disciplinary work performed under delegated authority. However, additional training of employment officers is required in this field, with a view to effecting further improvement in the processing of disciplinary cases under the limited authority now delegated and also with a view to equipping employment officers to process more serious and complex disciplinary cases when the scope of their delegated authority is expanded. To further assist them, a Code of Penalties is being developed which will serve as a guide not only in setting disciplinary penalties that may be imposed under delegated authority, but also in submitting recommendations for the imposition of penalties that require the prior approval of this Office.

TRAINING

The expanding demands for agricultural services and research, the tight manpower situation, and budget limitations made it necessary to focus much of the attention of the Department on getting the very highest performance from every employee. The training program is an important part of such an objective.

The following recommendations of the Milwaukee meeting were approved and incorporated into the training program of the Department:

1. That individual-training plans for each employee be used, particularly in providing good orientation.
2. That systematic training be continued and expanded for supervisors and others to help them effectively carry out their work.
3. That scientific and technical development be encouraged through more attendance at professional meetings, details, transfers, internships, scholarships, and the use of professional publications.
4. That all employees, especially veterans, be encouraged to continue their educational development for the purpose of strengthening the Department's leadership in scientific and economic fields.

These requirements and the changing functions of the Office have enlarged and intensified our responsibilities for training. Our efforts

are directed toward helping bureaus design and adapt training programs to fit their particular needs, and this effort is extended to the bureaus by helping them set up and start training programs.

Last year over 45,000 booklets and pamphlets with nearly 65,000 additional copies of instruction material were furnished to the bureaus. The booklet *What's Your Future?* was prepared to direct attention to the need for continued study. It was distributed to employees as part of the Department's management-improvement program to stimulate the "self-inventory of job qualifications." Representatives of this Office also cooperated with the bureaus in the preparation of other training material.

The training of supervisors continues to be the most important training of our Office. We have provided the bureaus with the assistance necessary to give and to follow up on the training of supervisors in skills of instructing employees; planning work, and working with people. A course in advanced supervisory training has been given in two bureaus.

The work of the Department requires meetings with groups of farmers, community leaders, employees, and others who cooperate in carrying out various programs. Well-planned and skillfully conducted meetings save time and money, and in many cases the patience of citizens who are giving their time to cooperate with the Department in developing programs. Because of this, our responsibility for excellently conducted meetings is clear. To accomplish this objective, we developed a conference leadership program designed to assist Department employees who have the responsibility of planning and conducting meetings. This conference-leadership program was given to 1,250 supervisors, with excellent results.

A systematic method of analyzing work and making improvements is necessary and toward this end the Office of Personnel has concentrated on three training programs: (1) Job-methods training has been given as a step in interesting supervisors and employees in work improvements; (2) the work-simplification program developed by the Bureau of the Budget has been introduced into two administrations and three bureaus of the Department; and (3) we are concentrating on the development of standards for appraising supervisory performance.

Recognizing that good administration is most important to the efficient operation of the Department, a committee on Training in Administrative Management was appointed in April 1945. During the past year, this committee prepared a comprehensive program for training administrative personnel. The Administrative Council approved the program and is considering means of getting it into use. In connection with this same problem, we have offered the bureaus program-development training designed to aid administrators in finding and using the best administrative devices to solve operating problems.

Another phase of administrative training successfully used this year concerns the application of a readability formula to administrative procedures and regulations. Recognizing that the understanding of orders, policy or instructions is a joint responsibility of the person who writes them and the reader, training was directed toward setting standards of readability, analyzing written instructions, and testing the effectiveness of instructions before they are sent out.

A new development in the Government-wide administrative-intern program has been the selection of candidates from the Department's field employees by a series of preliminary examinations. This program is designed to develop administrative talent in promising employees by providing opportunity to acquire on-the-job experience in the several phases of administrative management in various Federal agencies. Each of the interns selected for this training follows a carefully prescribed and especially patterned course of work and study adapted to his interests and capabilities. The Department has been honored by having several candidates selected for this training.

We have also cooperated with representatives of other departments and governments in strengthening a similar foreign-intern program whereby personnel from foreign countries undertake administrative study here.

During the past year this Office has been responsible for motivating and activating 82 USDA clubs, representing 39 States and Puerto Rico. These local clubs help unify, throughout the country, the efforts of various bureaus of the Department with headquarters in the same city. They provide a means whereby all employees share in the responsibility of efficient and effective service to the public. We will continue to assist existing USDA clubs and help in organizing additional clubs needed in major Department headquarters cities.

Because of the limited college enrollment of male students during the past 4 years, both the Department and the land-grant colleges face an acute shortage of technically trained personnel. The land-grant college—Department committee on training for Government service, has made recommendations during the past year on the following items which were adopted by the executive body of the Association of Land-Grant Colleges and Universities in October 1945:

1. Educational requirements for positions in USDA.
2. Coordination of college training with department in-service training.
3. Veteran training.
4. Collaboration with foreign countries.
5. Advisory committees on scientific personnel.
6. Scholarships for employees of the Department of Agriculture.

The Department is developing a plan which we hope will allow qualified Department employees in the field to teach part time at colleges to relieve acute faculty needs. In turn, this will furnish a source for recruiting technically trained personnel for the Department. Plans are also being developed to permit an exchange of personnel between the colleges and the Department which will result in mutual benefits.

It has been the policy of the Department, whenever possible, for bureau representatives to visit land-grant colleges to interview students and counsel with faculties in adjusting curricula. Limitation of personnel and funds have sharply restricted this activity. To partly fill the obvious need for such contacts, the bureaus have allocated necessary funds for making a sound motion picture. The land-grant colleges are cooperating in planning the picture with the objective of presenting the possibilities of a public-service career in agriculture to college students.

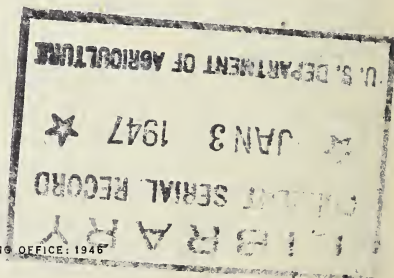
CODE OF PERSONNEL ADMINISTRATION

Personnel workers in the Department adopted a Code of Personnel Administration. Our code has been designed to serve an immediate, practical purpose. It is a working guide. It is not a statement of general morality. The ethical principles included in the code are stated in terms of daily business experience. The code was proposed and developed to help us maintain good practices, to meet professional challenges, and to encourage cooperation in achieving a common goal. It is not a law but a creed. There can be no compulsion to comply with its provisions. It makes its influence felt through a sense of loyalty to a willingly accepted pledge. In the Department of Agriculture it also serves as a guide to which we shall often refer for the support that comes through knowing that its practices and aims are those on which our group as a whole has agreed. It is included in this report because it shows our concept of our job in fulfilling our responsibility to you, our employees, and the public.

The tenets of the code are as follows:

We who are responsible for personnel administration stand pledged:

- To place respect for human dignity above all other considerations.
- To discharge our duties with a high sense of responsibility to the workplace, the home, and the community.
- To hold confidential information as a trust.
- To aid the full development of each employee's potential for service, and to help place him in the position for which he is best fitted.
- To be truthful in all recommendations and to abstain from recommending unsatisfactory employees as an easy solution of difficult problems.
- To encourage supervisors to discuss with employees all changes that will affect them personally.
- To represent, with full loyalty to both, the employees' interests to management and management's interests to employees, and to try to make plain by thoughtful interpretation how the true interest of the one is the true interest of the other.
- To teach by example that all of us are responsible for making ourselves as efficient as possible, for producing each day as much as we can, and for improving the way we do our work.
- To discharge our duties with recognition that supervisory officials have an important share in personnel administration.
- To develop and adopt improved techniques of personnel administration.
- To exemplify in personnel offices those standards of personnel management that we recommend to supervisory officials.
- To recognize that the objective of all personnel administration is to further the Department's service to the public.



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